

I. PURPOSE OF THE MUNICIPAL GROWTH ELEMENT

The Municipal Growth Element (MGE) is a required element for municipalities in their comprehensive plans through House Bill 1141, passed in 2006. The purpose of this requirement is to ensure that communities are realistically planning for growth, are able to serve that growth with public facilities and resources, and are able to identify the inherent costs to the public. It's a matter of "going in with eyes wide open" to make sure communities can handle functionally and fiscally new – primarily residential but also commercial and industrial – development. Havre de Grace is fortunate to be of a small enough scale that our land use decisions are community-based. The decisions affect citizens in a very direct way, whether it is putting in sidewalks on a local road or determining the appropriate layout for a new neighborhood on the edge of town and its relationship to the existing city. Through the requirement of an MGE, the State is ensuring that all communities are responsibly assessing land annexation for accommodating growth, are able to serve that growth, and are successfully coordinating with the counties in which they are located.

This element, or chapter, is designed to provide a detailed and quantitative analysis of a city's anticipated expansion over the next twenty years based on a capacity analysis of the areas identified for growth. According to Maryland Department of Planning, this is to assist counties and municipalities to fully consider the capacity of land use, public services, infrastructure, costs, and financing associated with growth before committing resources and it is intended to help direct future growth in a rational, predictable manner.¹ In other words, this element is the basis for realistic decisions regarding future expansion through residential growth and how those decisions relate to future costs borne by local governments and their citizens. As required by HB 1141, this chapter includes consideration of the following topics:

- Anticipated future municipal growth areas outside the existing corporate limits of the municipal corporation
- Past growth patterns
- The capacity of land areas available for development with the municipal corporation, including in-fill and redevelopment
- The land area needed to satisfy demand for development at densities consistent with the long-term development policy
- Public services and infrastructure needed to accommodate growth, including public schools, libraries, public safety, water and sewerage facilities, stormwater management systems, and recreation

¹ Planning Commission, Planning Board and Board of Appeals Education Course, p.41.

- Financing mechanisms
- Rural buffers and transition areas
- Burden on services and infrastructure
- Protection of sensitive areas
- Relationship of long-term development policy to a vision of city's future character.

The planning basis for this *Municipal Growth Element* is from *The Plan, Chapter 3*, and its associated maps. As a Comprehensive Plan amendment, this chapter works in tandem with *Chapter 3* (thus the designation of *3B*) to fulfill added requirements of the State. Many of the required topics are combined in the sections that follow and describe the City's plan for growth from the 2004 Comprehensive Plan. These topics are extremely important when talking about a city's future – what City stakeholders want this City to look like and function like in the future. This chapter goes further to address the fiscal reality (cost of development) and the impacts to public services and infrastructure.

In answer to the development capacity component of this MGE, Havre de Grace was fortunate to have the technical assistance of Maryland Department of Planning perform the development capacity analysis with city planning staff in 2004/2005. This capacity analysis is intended to direct land availability for the next twenty years to ensure an adequate supply of development potential for population growth. The City was part of the first round of the statewide focus of development capacity and was included as an example in the State's publication *Final Report of the Development Capacity Task Force* (July 2004). Findings of that analysis and an updated analysis which includes development from the past five years form the basis for this chapter.

Since the 2000 Census which estimated the City's population at 11,331, Havre de Grace has grown by approximately 3,184 people to an estimated population of 14,515² (as of January 1, 2010). This is due to major building activity as a result of the City incorporating large land areas through annexation then subsequently developing them. The location of these annexations were to the west of the town older center (please see Comprehensive Plan Areas map in *The Plan, Chapter 3*), as Havre de Grace is bounded by the Susquehanna River to the east, Chesapeake Bay to the south, and large hard rock quarry to the north. These tracts were large rural parcels immediately adjacent to then city limits which could easily be served by public utilities and provided a natural progression for the City's growth.

For the purpose of this plan, population estimates to 2025 are necessary for determining future growth potential and the ability to serve new development with public facilities. Based on the growth rate from the past ten years, the City estimates the number of new households by 2025 to be 1,995, with an estimate of 4,868 additional new residents and total population of 19,383. This estimate, however, may need to be adjusted if the future growth rate is greater than the City's past ten-year growth rate. This is in consideration of the influence of the Army's Base Realignment and Closure Act (BRAC) initiative which may increase housing demand in Havre de Grace due to its proximity to Aberdeen Proving

² The population estimate was based on an average Havre de Grace household size of 2.44 people multiplied by new residential permits (less 7% unoccupied). Base number of occupied housing units from 2000 Census was 4,557. FY00–FY09 new residential permits were 1332, plus additional 71 permits were issued between 7/1/09 and 12/31/09.

Ground (APG).

II. ANTICIPATED FUTURE MUNICIPAL GROWTH AREAS OUTSIDE OF EXISTING CORPORATE LIMITS

Much of the City's growth was provided for during the past eleven years, with the major annexation of large land tracts. Since 1999, the City has annexed approximately 1,300 acres to include the large tracts that are being developed as Greenway Farms, The Residences at Bulle Rock (Planned Adult Community), Bulle Rock Golf Course, Scenic Manor, Havre de Hills, Grace Manor, and Mount Pleasant subdivisions. There were also several parcels on US 40 for commercial development and the land area near the I-95 interchange zoned for mixed-office employment. Because of these recent annexations, Havre de Grace is considering very little land area outside its boundaries for expanding the City for new residential development at this time. The 2004 growth areas outlined in this plan, such as those planning areas along Earleton and Robinhood Roads, are only for annexation consideration at such time that the City feels it would be desirable to undertake new residential development. The City will consider on a case-by-case basis the need to annex areas surrounded by city limits which are in need of public water and/or sewer service, such as Shawnee Brook, based on hardship. All of these 2004 established growth areas were included in the City's wastewater treatment plant expansion.

Primary considerations for growth are additional commercial parcels along US 40. New commercial expansion and redevelopment of existing underutilized parcels is desired to make a cohesive corridor for service, retail, medical, and office uses. As described in the *Economic Development* chapter, these are the City's daily-driver type commercial uses to serve the needs of residents of Havre de Grace and the region. Examples of excellent new commercial development in the area between Havre de Grace and Aberdeen along US 40 are the Harbor Shops, the Havre de Grace Medical Center on Lewis Lane, Swan Creek Village Center, and Bulle Rock commercial, and the Cork and Barrel/Chip Shot Café complex. Some of these commercial projects are inside the corporate limits of Havre de Grace and some are part of Harford County jurisdiction. However they are served by public utilities, the continued expansion of high-quality commercial projects along this corridor is greatly desired. The focus of development in this area is to meet the intent of Harford County's US 40 Commercial Revitalization Corridor. Future policy for development at the mixed-office employment area (located at the I-95 interchange) must take into account potential negative economic impacts to US 40 commercial development and the continued renewal of the City's Downtown Business District.

III. PAST GROWTH PATTERNS

From a historical planning perspective, the City of Havre de Grace has a very interesting development pattern. It began as a colonial era water-centered settlement with a ferry linking the eastern and western shores of Maryland in the late 1600's. Havre de Grace was incorporated in 1785 and its first City Plan with a grid-pattern street system was established in 1799 (please see *Introduction, Chapter 1*, p.1-3; City History). The building of the Tidewater Canal, which allowed transportation of Pennsylvania's natural resources – coal and timber – to expansive southern markets, caused steady progress and growth within the

original City Plan. Through the nineteenth century, Havre de Grace became the mercantile center for Harford County with railroad traffic from both the B&O and Pennsylvania Railroads, industry, banking, commercial fishing, ship building, canning houses, and shopping.

Building initially followed the grid-plan lot division, with speculation and subdivision by major landholders, such as the Seneca family at the turn of the nineteenth century (north end of town) and Millard Tydings, a US senator from Havre de Grace, in the 1920's (south end of town, which included covenants and restrictions). Allowable building rights on lots-of-record based on lots from the original City Plan are still a legal challenge in old sections of the City. Later development occurred in concentric rings around the old town core, moving north and westward away from the waterfront. The purchase of Aberdeen Proving Ground by the Federal Government in 1917 would eventually change the face of development in the coastal region of Harford County in general, with civilian housing projects cropping up in the area. Specifically in Havre de Grace, a large farm tract called Lower Bloomsbury along Revolution Street/Old Post Road was sold for civilian housing for the war effort for World War II. Developed in an elongated grid-pattern indicative of the times, the Lower Bloomsbury tract would later be known as Concord Fields and Tranquility Fields when it was sold and privatized in the 1950's.

Early coastal routes such as The Old Post Road/MD 7 through the center of town defined the City's relationship to the rest of rural Harford County and the region until the construction of US 40 in the 1930's, which connected Baltimore with Atlantic City, New Jersey. Highway commercial, replete with lodging and restaurants for travelers, was the typical development along this thoroughfare. US 40 was built on the edge of town and effectively bypassed it; it also came to define later residential development and its relationship with the older sections of Havre de Grace in the sense that the highway provided a division between the older portions of the City and newer post-war neighborhoods. Later in the mid-1960's, the construction of I-95 again bypassed Havre de Grace a mile from the edge of City limits.

Havre de Grace had well-paced growth in the decades following World War II, with some in-fill south of US 40 where land allowed, such as Anderson Lane, and the development of Havre de Grace Heights, Meadowvale, and other residential areas along MD 155. These neighborhoods were built along a modified-grid street pattern consisting entirely of single-family homes on fairly large lots (.33 acres and greater). Later, just as the rest of Harford County had major subdivisions planned and built in a development surge in the 1980's, Havre de Grace had large scale neighborhoods emerge "up on the hill", such as Grace Harbour and Bay View Estates. These developments were designed in the typical suburban subdivision fashion of single family and townhouse residences with curvilinear road networks and cul-de-sacs, stormwater management facilities, and the occasional tot-lot. They brought an influx of new families into the community and a place to expand the existing population in a generalized time of population expansion.

Since the year 2000, Havre de Grace has experienced another surge of residential growth with several large subdivisions currently taking place. Bulle Rock, a large planned golf

course community has been designed and partially built around a five-star golf course. Giving a nod to neo-traditional planning principles, Bulle Rock was designed as a mixed residential community with a combination of single family homes, villas, and condominiums. As the City's largest subdivision at over 2100 units, Bulle Rock is intended as a community of individual neighborhoods consistent with Smart Growth ideals for high-density housing options but also having excellent green space and trails systems. The project has utilized existing historic structures and capitalized on views down the Bay. Other large projects include Greenway Farm with its bridge entrance off of US 40 and Scenic Manor on Chapel Road across from Bulle Rock. With the start of these projects, new development (not including in-fill) was anticipated at approximately 3,500 residential units. This surge required a major plant expansion at the wastewater treatment plant and the execution of water buyback from Harford County for water supply and efficiency improvements to the water treatment plant to meet new capacity requirements.

IV. CAPACITY OF LAND AREA AVAILABLE FOR DEVELOPMENT

An initial development capacity analysis was performed by MDP in 2004 with assistance from city staff. Havre de Grace was one of five municipal examples involved in a yearlong effort by the State to develop a methodology for determining residential development capacity to be applied to all jurisdictions, regardless of size. Base numbers from that study showed that Havre de Grace had a household capacity for 2,649 units, which included the Bulle Rock planned adult community (estimated to have 1,958 units at the time), vacant residentially-zoned parcels, and underutilized parcels within city limits.³ At that time, Greenway Farms and Scenic Manor had not been annexed.

The MDP study went further and estimated residential development capacity within city limits and all growth areas as identified in the 2004 Comprehensive Plan, which included Greenway Farms, Scenic Manor, and potential growth areas to the west of the City boundary along Robinhood and Earlton Roads (Growth Areas #9 and 10). This new household capacity was estimated at 3,496 units (refer to map in addendum for automated process utilizing MDP very generalized data/assumptions and statewide GIS data). During this time, the City was in the middle of major annexations and residential expansion. Due to the pace of growth statewide at that time, the homebuilding community was insistent on having jurisdictions identify their development capacity and to maintain a projected capacity to meet the need for residential growth for twenty years.

With the development of this MGE, a parcel-specific inventory of residential development potential has been performed. Updated development capacity for Havre de Grace for the twenty-year outlook is good. As of January 1, 2010, the City has an estimated residential capacity for 2,749 dwelling units within its municipal limits. This estimate includes individual small lots for in-fill development, larger parcels of land within current city limits, and major developments that are in process. In addition, the city has an estimated 326 dwelling units if the city annexed all lands identified in its 2004 Comprehensive Plan (please see Residential Development Capacity in addendum B. for specific breakdown).

³ Final Report of the Development Capacity Task Force, July 2004

The twenty-year build out rate for the City's current residential inventory of 3,075 total units (including growth areas) has an average of 154 units per year. The City's past ten year growth rate (FY00 – FY 09) is 133 units per year. Simplistically stated, Havre de Grace at this time has the ability to supply the next twenty years of housing growth. Considerations for future growth rate include: the influence of BRAC, resulting in the expansion of facilities and personnel at nearby APG, on housing demand in Havre de Grace; economic recovery; general product demand for the types of housing offered; and the affordability of new homes (which includes ownership costs such as HOA fees, maintenance fees, water and sewer rates, and combined City and County real property taxes).

Because of the large annexations over the past ten years, Havre de Grace has incorporated the land area needed to satisfy demand for development at densities consistent with long-term policy. Areas that were annexed are consistent with State Smart Growth policies and meet the requirements of Priority Funding Area (PFA) designation, to include: the extension of water and sewer service to those areas; densities that achieve at 3.5 units per acre; that the growth plan is consistent with projections; and that the PFA size is large enough to meet twenty years for projected growth⁴. (Please see map for Priority Funding Areas located at the end of this chapter.) Since the 2004 MDP study, 1,044 new building permits have been issued⁵ due to the large new developments, such as Bulle Rock, and substantial infill projects, such as Heron Harbor.

State Smart growth policy is based on concentrating development in those areas where infrastructure – such as roads and public water and sewer services – already exist. In addition, the City development policies are in keeping with Harford County development policies where higher density growth is directed to the Development Envelope. Major opportunities exist in this region for serving the residential growth needs due to BRAC because of the City's proximity to Aberdeen. Our combined regional efforts with the support of Harford County Government need to be based in Smart Growth ideals which concentrate development in these areas with public water and sewer and where the existing road network can handle increased traffic.

V. PUBLIC SERVICES AND INFRASTRUCTURE NEEDED

From a facility stand-point, Havre de Grace is in a good position for accommodating new residential and commercial growth. Completion of existing development projects is desired for greater utilization of the wastewater treatment plant and increased capital cost recovery. With the exception of the branch of the Harford County library, facility needs are currently met and, in most cases, exceeded. These include the two elementary schools, its middle and high schools (all of which are under capacity), public water and sewer treatment facilities, emergency services and public safety, stormwater management, and recreational facilities. The main issues at hand are financing the debt service for major upgrades to the City's wastewater treatment plant, maintaining current facilities that serve the City, and continuing to make necessary improvements to the water treatment plant and aging water and sewer

⁴ Where Do We Grow From Here? A Report of the Task Force on the Future for Growth and Development in Maryland, 2008

⁵ FY05-FY09 building permits (973), plus additional 71 permits for first six months of FY10

infrastructure, typical of older communities.

Schools

Facility development, operations, and funding for all schools all come under Harford County Public Schools and the Harford County Board of Education. All of the public schools in Havre de Grace are currently under-capacity and will continue to be according to projections through 2015⁶. Meadowvale Elementary has the greatest utilization by its state-rated capacity of 568 students; its 2009-2010 actual utilization is at 92%. Projections for that school indicate a slight dip in utilization in the next two years then a gradual upward trend to 90% for the 2014-2015 school year. Havre de Grace Elementary, on the other hand, is well under-utilized with current utilization at 69% (state-rated capacity is 574 students). All of the newer communities, such as The Residences at Bulle Rock and Greenway Farms, are in the Havre de Grace Elementary School district, so continued growth is not problematic but actually desired.

Both the middle and the high schools are well under-capacity with 75% and 91% actual utilization, respectively. Havre de Grace Middle School has a state-rated capacity of 775 students and is very small compared to most of the other middle schools in the county. Its utilization trends/projections show it maintaining modest utilization through the next five years, staying between 70-79%. With a capacity of 850 students, Havre de Grace High School is the smallest high school in the county with a utilization rate of 91%. Projections for utilization remain stable for the next two years with enrollment then expected to decline to 83% by 2015. Comfortably under-capacity, it is evident that public schools in Havre de Grace are sufficient to accommodate student population consistent with state-rated capacity standards. From a county-wide policy standpoint, residential growth in this region should be supported and marketed as facilities here are very community-based and well under-utilized. With smallness as a strength in a time of huge student bodies, all of the schools in Havre de Grace are at an excellent scale to meet individual student needs. However, it is critical to ensure facility improvements as the facilities age so that they are comparable to new facilities that are built within Harford County.

Libraries

The Havre de Grace Branch of the Harford County Public Library is well-utilized by its citizens. At only 9,000 square feet, the Havre de Grace Branch is a small facility but it has a very high circulation rate. The library system has a county-wide system for funding and resource distribution, with most libraries located in either individual communities within the county's development envelope or in its designated rural villages. Though the funding for capital projects by Harford County Public Library has been devastated by the economic recession in recent years, the Havre de Grace Branch is a high priority for being rebuilt with a second-story as soon as funds are available. It is designated for expansion due to its heavy use and anticipated future use due to new residential growth related to BRAC.

Currently, there are eleven branches of the Harford County Public Library with the Havre de Grace Branch representing over seven percent of the county's total circulation. The Havre de Grace Branch usage is also growing substantially, with an increase of 25% from FY09 to

⁶ 2008 Annual Growth Report, Harford County Government as amended January, 2009

FY10⁷. This is by far the greatest increase in circulation of any library branch within Harford County, with most of the branches showing a decreasing level of circulation from a year to date comparison. Located in the center of old town Havre de Grace on Union and Pennington Avenues, there is a tremendous amount of walk-in traffic at this branch and it is busy throughout the entire day. Due to its close proximity to local schools, academic and recreational computer usage is very high, often with daily waiting lists. Havre de Grace has a collection size of about 60,000 volumes which is relatively small (5.92% of total library collection), however with its future expansion the collection would be able to be increased. Harford County library customers can access all branch collections by reserving volumes in advance.

Public Safety: Medical, Fire and Rescue, and Police Protection

Havre de Grace is well provisioned in regard to public safety with emergency medical services of the Havre de Grace Ambulance Corps; fire and rescue consisting of five divisions of the Susquehanna Hose Company; the Havre de Grace Police Department; and Harford Memorial Hospital, a full-service hospital. Volunteer personnel and police department staff are supported by the Harford County Government Emergency Operations Center located in Hickory for communications and response. This center is central to the county for dispatch, emergency preparedness, and hazardous material response.

The Havre de Grace Ambulance Corps is an all volunteer organization responsible for 911 emergency medical and trauma response⁸. A separate organization from fire and rescue, the Havre de Grace Ambulance Corps has a modern facility located on MD 155 (1601 Level Road) with five equipment bays, administrative offices, bunk rooms, crew area, classrooms, and storage. Over eighty members provide emergency medical response to the local citizenry as well as providing mutual aid to jurisdictions within Harford County and Cecil County. Volunteer members consist of a mix of advanced life support (ALS) patient care providers, IV technicians, and basic life support (BLS) patient care providers. The ambulance and support fleet includes eight vehicles, including two ALS equipped ambulances and other support vehicles for both advanced life support and basic life support.

Havre de Grace is fortunate to have Harford Memorial Hospital located within the municipality for full-service medical support. Located in the center of the older portion of Havre de Grace on Union Avenue, Harford Memorial Hospital has been in operation since 1910. As part of Upper Chesapeake Health, it is an acute care, non-profit hospital with a full complement of medical, diagnostic, and emergency care services with state-of-the-art ICU/PCU (intensive care/progressive care units), and an emergency department which handles over fifty thousand patients a year⁹. For trauma victims requiring more specialized medical care, Havre de Grace is equipped with a Medivac heliport located on the National Guard property on Old Bay Lane, which allows for transport to the University of Maryland Trauma Center within a very short time in extreme emergencies.

⁷ From February 2010 monthly report of Harford County Public Library, year to date percentage difference for Havre de Grace Branch.

⁸ All Havre de Grace Ambulance Corps information comes from their website at www.hdgac.org as of April 2010.

⁹ Upper Chesapeake Health website with facility information for Harford Memorial Hospital, www.uchs.org.

Susquehanna Hose Company proudly celebrates its 108th year in 2010 as fire and rescue response for Havre de Grace and the surrounding region. As with the Ambulance Corps, Havre de Grace is fortunate to have the dedicated, all-volunteer organization that provides for the City's public safety for emergency rescue and fire. Due to the fact that the Susquehanna Hose Company has five divisions and houses within municipal limits, they have an extremely fast response time. According to their website, the Susquehanna Hose Company responded to 696 calls in 2009 with an average time to the call location of 3:24 minutes¹⁰. The Susquehanna Hose Company was recently re-rated by the Insurance Services Office (ISO) as a Class 2 fire department, which will go into effect on November 1, 2010. As only the second Class 2 fire department in the State, this new rating is based on the operations and efficiency of the Hose Company, the water system within the City, and 911 emergency dispatch for Harford County. This rating will reduce insurance premiums for residents and businesses within Havre de Grace.

In addition to the equipped building facilities located throughout town, the Hose Company operates five engines, one tower (a specialized ladder truck for multi-story structures), one quint (ladder truck), one rescue unit, a mini-pumper, three boats, a dive unit, a swift water unit, and four utility vehicles. Specialized units within the Company include a dive team and swift water rescue unit, which is part of Harford County's Tactical Rescue Team. The Harford County Tactical Rescue Team maintains units for various rescue needs, with the emphasis on Havre de Grace for water search and rescue as well as rescue during flood events.

The Havre de Grace Police Department includes 37 full-time sworn officers and ten additional administrative and support staff for dispatch, communication, and central records. Centrally located in Havre de Grace on Pennington Avenue next to City Hall, the Department is housed in a modern facility built in 2001. Like the Susquehanna Hose Company, quick emergency response time – generally less than three minutes – is a tremendous asset for City residents requiring police services. The City's facilities within the police department building include a communications and dispatch area, a duty officer's room and officers work area, records management, processing areas, evidence room, administration offices, and a community meeting space that can operate as an emergency operations center, in case of a large-scale public emergency or natural disaster. Generators are located on-site that serve as backup for operating both the police department and City Hall in case of a major emergency. In addition, the City has its own firing range in a remote area of the City that provides space for firearms training to local police departments as well as federal and state agencies. Police vehicles are equipped with mobile data terminals, providing information through a national crime database.

The Havre de Grace Police Department consists of Patrol and Criminal Investigation divisions, Communications, and Administration. Specialized personnel include two School Resource Officers, a Community Resource Officer, and two K-9 units. Personnel growth within City government has been focused on public safety and particularly the police department, adding six sworn officers since 2007. This was required due to the expansion

¹⁰ Susquehanna Hose Company website at www.susquehanna5.com, as of April 2010.

of the City (i.e. larger geographic area/response time/coverage) and subsequent population growth, allowing for additional staff coverage per shift. In addition, the police department is expanding its ability to process serious crime scene evidence through a forensics evidence unit. The Havre de Grace Police Department is supported by other agencies in the region, such as the Harford County Sheriffs Department, the Aberdeen Police Department, the Maryland State Police, Maryland Transportation Authority Police, and numerous federal agencies through mutual aid agreements. Both Computer Aided Dispatch (CAD) and Records Management Systems (RMS) are county-wide and common to all law enforcement agencies.

Several circumstances in Havre de Grace are unique from a public safety standpoint. The City is adjacent to major interstate roads, rail lines, and bridge structures that require extra measures of preparedness for major emergencies. As a waterfront community, Havre de Grace is subject to tidal surge flooding, as was seen in Hurricane Isabel in 2003, as well as from major rain events flooding interior waterways, such as with Hurricane Floyd in 1999. This adds a natural hazard element to the local public safety agencies mission not typical of most communities as well as requiring specialized services for drownings and water-related emergencies. In addition, daily assistance for Harford Memorial Hospital is necessary for personal emergencies, crime or accident victims, and psychiatric unit support.

All public safety-related facilities have kept pace with the City's growth and demand, and continual facility and equipment updates are important for the community's public safety. Much of the funding for volunteer organizations is provided through Harford County Government's capital budget process. Contributions also come from the City of Havre de Grace and local fundraising efforts by the organizations themselves. County agencies, such as the Emergency Operations Center, are funded through the Harford County Government, where cyclical upgrades based on technology improvements are paramount for integrated, interoperable communications. The Havre de Grace Police Department, on the other hand, is funded primarily through the City's budget for operations and capital requirements. These funds come from a variety of sources, to include real property taxes and other taxes, grant funds and local aid, and other intergovernmental sources.

Volunteer recruitment and training is critical to sustaining emergency response, and Havre de Grace is very proud of its volunteer organizations which serve the immediate community and the region in such an essential public safety capacity. The City is dependent on generous volunteers for vital services in medical emergencies, fire, rescue, and natural disaster. The City is equally proud of its' hardworking, professional, and highly-trained police staff, who keep the community safe around the clock and who perform fundamental public services on a daily basis.

Water and Sewer Facilities

The City is well served in terms of capacity by public systems for water and sewer with new treatment plant upgrades at both facilities. Havre de Grace embarked on a major wastewater treatment plant construction project in 2006 to meet new State requirements for enhanced nutrient reduction and increased capacity. The City has a design capacity of 3.3 million gallons per day (mgd) and a 24-month rolling average utilization of 1.366 mgd as of

December 31, 2009. In addition, the City is in the middle of a three-phase plan for improving the water treatment plant. The City's water treatment plant withdrawal permit is for 4 mgd with a maximum day water usage of 2.037 mgd during the 2009 calendar year. Please see the *Water Resources* chapter for more specific information on water and sewer facilities. The main improvements in the future for water and sewer facilities will be the continuation of infrastructure improvements to an aging distribution system, such as replacement of water lines, valves, and sewer collection infrastructure.

Stormwater Management Systems

Havre de Grace has remained current in its requirement for stormwater management as State law has changed through the decades. Most recently, the City Council adopted a new stormwater management ordinance (Ordinance No. 912) on May 3, 2010. This new ordinance adopts the more restrictive compliance criteria mandated by the State of Maryland's 2007 Stormwater Management Act. The City adopted its first stormwater management ordinance in 1984 with the purpose of reducing stream channel erosion, pollution, siltation and sedimentation, and local flooding¹¹. Implemented through the Department of Public Works through plan approval authority, stormwater management facilities were required to be designed for quantitative and qualitative control of stormwater runoff. Early development projects that required stormwater management plans were Chapel Heights (a small neighborhood located on Chapel Road), Grace Harbour, and Bayview Estates. The land was graded to accommodate stormwater management ponds which were built to retain stormwater runoff within a neighborhood during a rain or snow event.

Driven by State law, stormwater management requirements have evolved since they were first adopted in the 1980's. The City adopted an updated ordinance in 2002 based on the state model (Ordinance No. 826) which repealed all past stormwater management ordinances including minor refinements to ensure that the City was current with State law administered through Maryland Department of the Environment (MDE). Most recently, the State passed the Stormwater Management Act of 2007 where new regulations were again formulated by MDE. These new regulations refine stormwater collection and soil infiltration during storm events so that developed land imitates a more natural condition, like those areas that remain forested. This progressive approach to stormwater management is called environmental site design and is driven by the need to make substantial improvements to the water quality of the Chesapeake Bay. Please see the *Water Resources* chapter for more in-depth information regarding stormwater management.

Recreation

Havre de Grace has many varied types of recreational facilities available to its citizens – vast regional parks, recreation complexes with playing fields, and an excellent array of smaller municipal parks unique to the region. Within the region, there are the very large regional facilities of Susquehanna State Park, Swan Harbor Farm, and Eleanor and Millard Tydings Park tract that are publicly-owned and provide over sixteen hundred acres of waterfront open space to the north and south of Havre de Grace. The City itself has many

¹¹ Ordinance No. 675, Stormwater Management, enacted 6/4/84 and effective 7/1/84.

waterfront parks which provide public access to the Susquehanna River and the Chesapeake Bay to include: McLhinney, The Susquehanna Museum at the Lockhouse, Jean Roberts, David Craig, Frank Hutchins, and the entire cultural district with Concord Point Lighthouse, Havre de Grace Maritime Museum, Decoy Museum, and Tydings Park. These are all connected through sidewalks and marked trails along the City's waterfront.

City residents have the benefit of several generous recreational areas with active playing fields, to include the centrally-located middle and high school complex within the City, a multi-field recreational area being constructed on Chapel Road, and the playing fields at Gravel Hill. Havre de Grace itself also has some excellent regional trail features, such as the Promenade and waterfront pedestrian walkways through old town, the North Park loop trail, the Lafayette Historic Trail, bikeways through the City, and connections to the Lower Susquehanna Heritage Greenway and East Coast Greenway. In addition, privately-owned facilities which serve the community include Bulle Rock Golf Course, the Havre de Grace Little League at Stancill Field, and several marinas.

With a State standard of thirty acres per one thousand people (estimated population within the City is just over 14,500), Havre de Grace is in excellent shape. The region has a generous amount of open space for both passive and active recreation – passive for quiet enjoyment of nature (with trail systems included) and active recreation such as playing fields and recreation complexes. Havre de Grace exceeds acreage requirements with those large public parks adjacent to the City. Multi-use playing fields for active group-sport participation are also adequate however there is always a need for increased acreage in these types of facilities due to high usage. Major complexes include the middle school/high school recreational area with multi-use fields and baseball/softball diamonds and the new Chapel Road site where formal fields are being developed. Meadowvale and Havre de Grace Elementary Schools, as well as nearby Roye-Williams Elementary and Gravel Hill site, also provide field space for the City's team sport recreational needs. In addition, the Havre de Grace Activity Center – a multi-agency facility which includes Harford County Department of Parks and Recreation, a senior center, and the Havre de Grace Boys & Girls Club – provides indoor recreational space for citizens of all ages.

Playgrounds are interspersed throughout Havre de Grace in both the older and the newer communities. Some small playgrounds are owned and maintained by homeowners associations, others are provided on school property, and several are owned and maintained by the City itself, such as the Tydings Park playground overlooking the Chesapeake Bay. Responsible agencies work hard to maintain the existing facilities and to allocate funds to keep them up-to-date, which is a constant effort. These are important features in the community landscape, providing beneficial activity in an urban setting. As mentioned above, trails feature heavily in Havre de Grace and are part of a long-term effort to incorporate hiking and biking options in this beautiful region. Pedestrian accessibility and recreational opportunities lend to healthy, sustainable communities and add tremendously to the region's quality of life. For an in-depth discussion of trail systems and recreational facilities, please refer to the following chapters: *The Plan* (Chapter 3), *Community Facilities* (Chapter 5), and *Transportation* (Chapter 7).

Funding of public recreational facilities come from a number of different sources, to include the State of Maryland, Harford County Government, and the City of Havre de Grace. Providing recreational facilities and open space is a multi-tiered, cooperative effort that benefits local citizens and the broader region. Harford County Department of Parks and Recreation continues to be very supportive of this region by acquiring large properties for active and passive open space, by providing facilities, and partnering in the development of facilities. The City has had the support of both the County and the State in leveraging grant funds for major land purchases through the decades. Havre de Grace is extremely fortunate to have the wealth of facilities that it enjoys.

VI. FINANCING MECHANISMS

Havre de Grace as a City is growing. Over the past ten years, it has annexed major land areas and now it is steadily filling those areas with planned residential development, as demand requires. As noted in Section IV., there is capacity for 2,749 new residential units within the City currently, seventy-five percent of which are in annexed areas from the past ten years. The City has improved facilities – both water and sewer as well as building facilities – to meet that growth demand but the City also has acquired substantial debt to pay for them. The City must also maintain adequate staffing to operate all necessary facilities and to serve the growing population (i.e. police, public safety). This section explores how the City pays for what it already has as a municipal corporation as well as how it continues to finance its growth as new developments get completed over time.

A primary source of funding for government operations is real property taxes that are collected by both Harford County and the City of Havre de Grace. This source grows as the City expands through new subdivision and property improvements. When determining the amount of taxes owed on an individual property, two distinct variables come into play: the property's assessed value (determined every three years by the State Department of Assessments and Taxation) and the tax rate established by local jurisdictions. In the case of the municipalities within Harford County, they pay a prorated portion of the County's real property tax combined with a separate local real property tax. As of January 1, 2010, the real property tax rate for Harford County within the City of Havre de Grace was \$.908 and the City's tax rate was \$.61 per \$100.00 of assessed value. As new development occurs – both residential and commercial – the real property tax base increases thereby helping to pay the cost for new required services. Businesses also pay personal property taxes, with a rate of \$2.27 assessed by Harford County and \$1.705 for the City of Havre de Grace per \$100.00 of assessed value. The City also receives a portion of State income tax proceeds on a yearly basis.

In addition to adding to the tax base, new development also contributes directly to pay for system upgrades within the City by paying substantial water and sewer capital cost recovery fees. As of January 1, 2010, these fees (referred to simply as hook-up fees) for a residence in Havre de Grace were \$8,000.00 for water and \$13,200.00 for sewer. The City also collects fees for various required permits to cover the cost of personnel and professional services. These include permit fees for all development plans, such as site plans and subdivision plans, stormwater management plans and outsourced engineering review, legal

fees, and others. These fees are subject to legislative review to ensure that they remain current to adequately cover costs incurred.

All new residential construction is subject to Harford County impact fees which are designated as supplemental funding for school construction. These fees range from \$6,000.00 for a single-family detached dwelling, \$4,200.00 for a townhouse, villa or single-family attached dwelling, and \$1,200.00 for all other residential units such as apartments or condominiums. The impact fees noted here were as of December 2009 and are collected at the time of new building permit application. Other funding mechanisms are built into government financing at the county and state level, such as the transfer tax for recreational open space and agricultural preservation, which benefit the public at a broad level. City taxpayers, through the collection of Harford County real property tax, pay for county services such as the public school and the library systems. Residents and businesses are citizens of both jurisdictions and contribute directly to both local government operations.

The cost of permits, development, and construction is borne by the developers of a building project, whether it's residential or commercial in nature. As a subdivision is built, a developer must construct all necessary infrastructure at their expense – such as its water lines, sewer lines, roadways, sidewalks, public lighting, electric lines, etc. – to serve the community. Only in the case of commercial and industrial reinvestment are there financial incentives for new development and redevelopment, however they in no way pay for the cost of construction. This comes in the form of an Enterprise Zone Tax Credit Program which was awarded to this region in 1996 and renewed in 2006 to provide real property tax credits based on new employment and the cost of property improvements.

The most significant costs for running the City come from public safety and operations of public works for providing roadway maintenance and water and sewer service – all necessary aspects of life in a small city. The budgets for all administrative functions, finance, public safety, public works, planning, and the Mayor and City Council are all part of Fund 1, the General Fund. Within its budget, Havre de Grace has a separate enterprise fund for directing the capital and operating costs of water and sewer. A self-sustaining operation, the Water and Sewer Fund (Fund 9) requires a substantial budget for necessary plant and infrastructure improvements, operations, and maintenance. The City also has a small enterprise fund for marina operations at the municipal yacht basin (Fund 8). Each year, as required by charter, the City develops its budget through a public notification and hearing process. The budget must be adopted by the second meeting in June and includes real and personal property tax rates, the continuation of the Critical Area tax for waterfront homes, marina slip fees, and water and sewer rates. Please see the current City of Havre de Grace Annual Budget for specifics on sources of revenue and expense line items.

The Director and Department of Finance operate under the authority of the Annotated Code of Maryland Article 23A, which governs activity of municipal corporations in the State, and The City of Havre de Grace Charter, Section 82, which determines the role and responsibilities of the Director of Finance. In addition, Charter Section 37 governs the development of the City's budget process. Operating under generally accepted accounting practices, the department is governed by guidelines determined by the Financial Accounting

Standards Board (FASB) and the Government Accounting Standards Board (GASB). These boards set the rules under which the City's books must be kept. Other federal and state mandated oversight also applies to the operation of the City's fiscal management.

Several sources of funding through the federal, state, and county provide revenue for operations related to growth. One of the largest sources of growth related funding comes in the form of State and County police aid, which provides substantial revenue support for public safety and is adjusted yearly based on the size of the local police budget within the County. Community Development Block Grant (CDBG) money is provided by the Maryland Department of Housing and Community Development on an annual basis and is often used for facility, infrastructure, and road repair. In addition, the City is consistently pursuing grants to augment its financing stream. Aggressive grant seeking has assisted the City in the construction of ongoing streetscape improvements, the redevelopment of several playgrounds and community parks, and necessary environmental improvements to the wastewater treatment plant. The City will continue to judiciously manage taxpayer investment through pursuit of external revenue sources while focusing on cost control in the operation of this mutually-shared municipal corporation.

VII. RELATIONSHIP OF LONG-TERM DEVELOPMENT POLICY AND CITY'S FUTURE CHARACTER

Havre de Grace has the opportunity to be an extremely productive model for livable communities and smart growth. The City's waterfront history, relationship to the mid-Atlantic transportation corridor, and its growing population and housing options place it in a unique position for exemplifying the State's Smart, Green, and Growing policies. These policies focus on community revitalization in existing population centers, creating pedestrian-friendly communities for less reliance on automobiles, compact development, and a traditional mix of uses. The City has so many assets that make it a beautiful and viable example for these urban planning principles and it is important that the city retains its autonomy for land use control and public utilities, as its character is determined by its direct role in zoning, land use, and development. At a time when some jurisdictions are turning in their charters due to insolvency, it is paramount that Havre de Grace stays strong, financially sound, and viable as a municipal corporation to drive its future growth and retain its unique character and historic identity.

Several ideas need to be introduced here to explain a vision of Havre de Grace within the region. These ideas include its relationship to the City of Aberdeen, the recreational assets and beauty of this unique region, and to Harford County in general. At this time prior to developing all vacant land, there is a great ability to offer a well-thought out integrated landscape where the cities of Havre de Grace and Aberdeen complement each other. Within a five-minute drive from Havre de Grace, Aberdeen is literally at the gate for BRAC development and redevelopment and will feature heavily for meeting the office space for BRAC-related industry. Aberdeen is an extremely active City with over 1,750,000 square feet of planned office space within its municipal limits (not including office space within APG itself). Aberdeen is also the hub of intermodal transportation for Harford County, with Amtrak (eastern seaboard) and MARC (regional commuter) rail service and local and

regional bus service. In addition, it is already a busy employment center with APG and also has significant community assets such as Ripken Stadium, the Higher Education and Conference Center @HEAT, an interesting traditional downtown/old town area, and major hotel and retail activity at the focal I-95 interchange.

Havre de Grace, on the other hand, is a picturesque town with a beautiful waterfront and a quieter feel. Situated at the top of the Chesapeake Bay, it is a center for regional (Pennsylvania, Delaware, as well as Maryland) boating activity and water-based recreation. The historic section of Havre de Grace consists of traditional tree-lined streets laid out in a grid pattern, with pedestrian access to its quaint old town retail area and public buildings such as its schools, library, and city hall. As a center for museums and cultural heritage, the City is focusing on its high quality-of-life with a well-developed arts community (Arts and Entertainment District), avant-garde appeal, interesting restaurants, and a Downtown Business District with Main Street designation which continues to undergo revitalization. The newer communities in Havre de Grace offer a wide array of price options and amenities and the City is working to ensure their connection to the original town center despite being bisected by a major roadway.

Citizens in the region benefit tremendously from the beautiful park resources in the area, to include adjacent Swan Harbor Farm, expansive Tydings Park on the Oakington Peninsula to the southwest of Havre de Grace, and Susquehanna State Park to the north. In addition, bikeway connections such as the Lower Susquehanna Heritage Greenway and larger East Coast Greenway continue to offer unique recreational opportunities that directly connect the City to the broader region. At this point in time prior to development, there is an excellent opportunity to successfully transition between and capitalize on the unique characteristics of both Aberdeen and Havre de Grace by creating a natural buffer along the Oakington and Robinhood Road corridors. These areas are beautiful, irreplaceable natural corridors which have remained largely undeveloped. Identifying what is important to preserve in its context is critical prior to annexation and full-out development by both municipalities.

The long-term development policy of Havre de Grace must support its collective vision of the City's future character, where its vision is to support its historic, small-town feel. As the City continues to build out its new neighborhoods, the City's character is dependent on interconnections between the older and newer areas, its trail systems and pedestrian connections within the City, and its retention of its historic context and scale. Havre de Grace has a great advantage over larger jurisdictions like Harford County, to be able to plan at a community level where smaller-scale planning equals human-scale planning. Planning at any scale always affects people who are all ultimately subject to the policies that determine the built environment. However here, decisions can be made to benefit the citizens in a very direct and personal way to make this City a vibrant, desirable, and successful place to be.

Due to the City's proximity to Aberdeen, Havre de Grace is an excellent location for new residents relocating because of BRAC. Havre de Grace may also be considered for transit-oriented development in support of Aberdeen's center of transportation, in some sort of modified form. In general, transit-oriented development (TOD) is a practice of land use

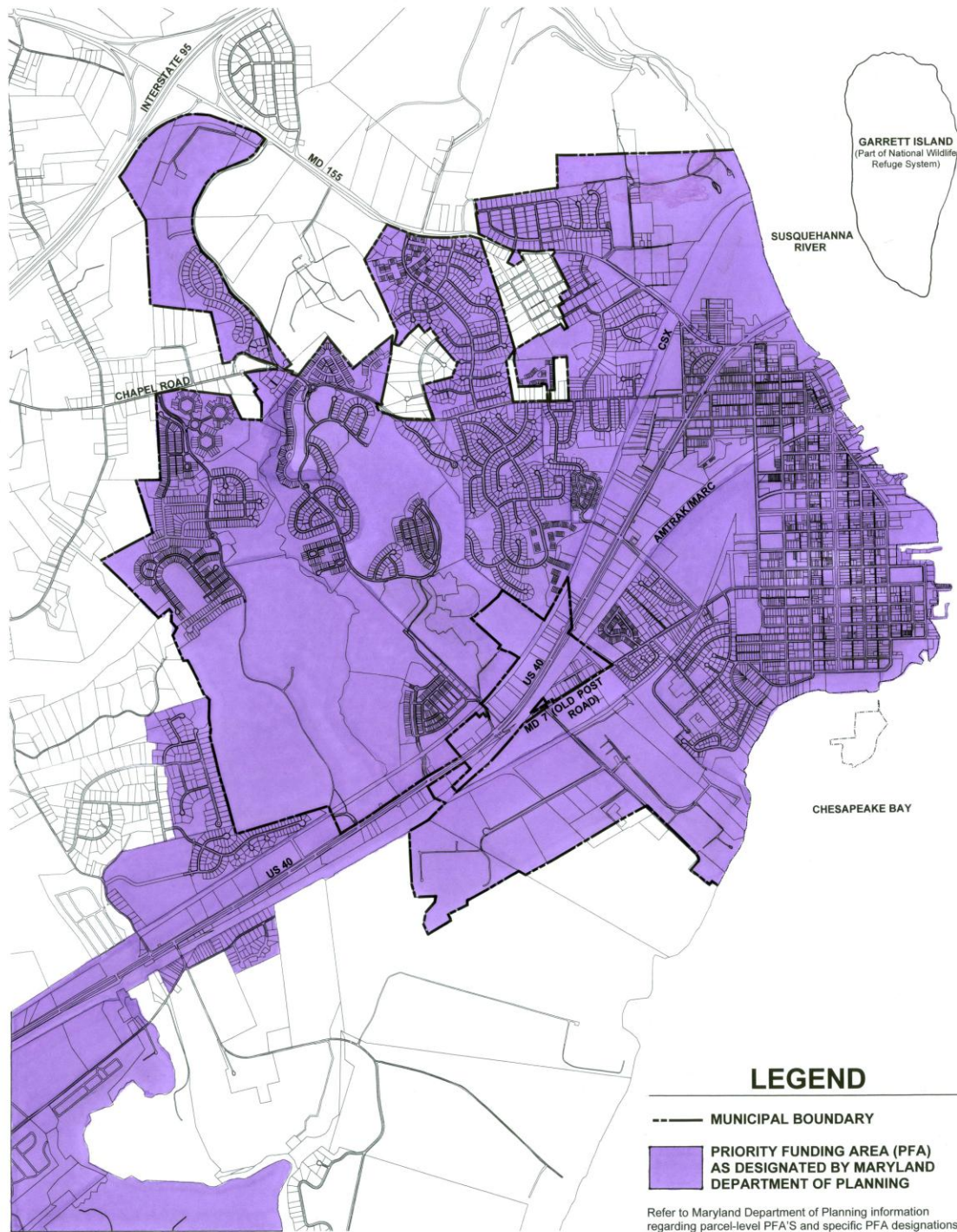
planning where high density residential housing is built around transit hubs, supporting mass transit options over full reliance on automobiles. In the case of Havre de Grace, there is no longer a passenger train station in the City. However, the City has local bus service to Aberdeen, regional bus service to Baltimore, and is four miles from two MARC stations (Perryville and Aberdeen). The long-term potential is for full regional rail interconnections, with MARC to the south to Baltimore and Washington, D.C. and the SEPTA System to the north into Wilmington and Philadelphia. Increased mass transit – with housing densities to support it – is a practical alternative to increased vehicular traffic in the mid-Atlantic region.

Due to its location at the top of the Chesapeake Bay, citizens and officials in the City of Havre de Grace must keep in mind the impacts of growth on the region's sensitive areas, such as its extensive shoreline, stream corridors, and steep slopes that are a predominant feature at the fall line. The City is subject to Chesapeake Bay Critical Area law as well as other State and Federal environmental laws, such as those governing stormwater management, soil conservation, forest conservation, and pollutant discharge. A more comprehensive description of these laws is included in *Sensitive Areas, Chapter 10*.

In addition to concentrated development within the City of Havre de Grace, Harford County land use policy supports agricultural land uses north of I-95. This interstate thoroughfare provides a physical demarcation of the county's development envelope, providing a transition from the rural portions of the county to the more dense municipalities. In the case of Havre de Grace, this transition is a soft, but distinct edge to land use intensities as one travels east on MD 155. Maintaining the agricultural designation in the Harford County Land Use Plan north of I-95 is desired to retain that rural buffer. As mentioned before, maintaining a visual sense of separation between Havre de Grace and Aberdeen is also desired by way of an established buffer along the Robinhood Road/Oakington Road corridor. The forested spans and vegetated medians along US 40 between Havre de Grace and Aberdeen gives a visual sense of transition between the two cities; retaining that sense of transition in land use practices, zoning, and subsequent development is desired. The jurisdictions of Aberdeen, Havre de Grace, and Harford County must coordinate efforts in land use planning for this region so that the beauty of the natural areas and stream corridors are retained.

The City of Havre de Grace benefits from Harford County land use policy that focuses on revitalization of existing communities within the development envelope to maximize resources and support its municipalities. These efforts reduce costs for infrastructure and roadways, reduce low density sprawl-type development with the need for long commutes to employment centers, and support centers for culture and older, historic communities. Supporting existing communities and focusing new development in areas with roads and infrastructure is extremely important from a smart growth and climate change perspective.¹² It is generally known and understood that more compact, sustainable communities reduce resource consumption (such as gasoline by reduced vehicle miles traveled) and pollution (emissions, septic system nutrient reduction). This is an extremely important effort with regard to resource conservation and the human role in climate change.

¹² The Abell Report, March 2009, Volume 22, Number 1.



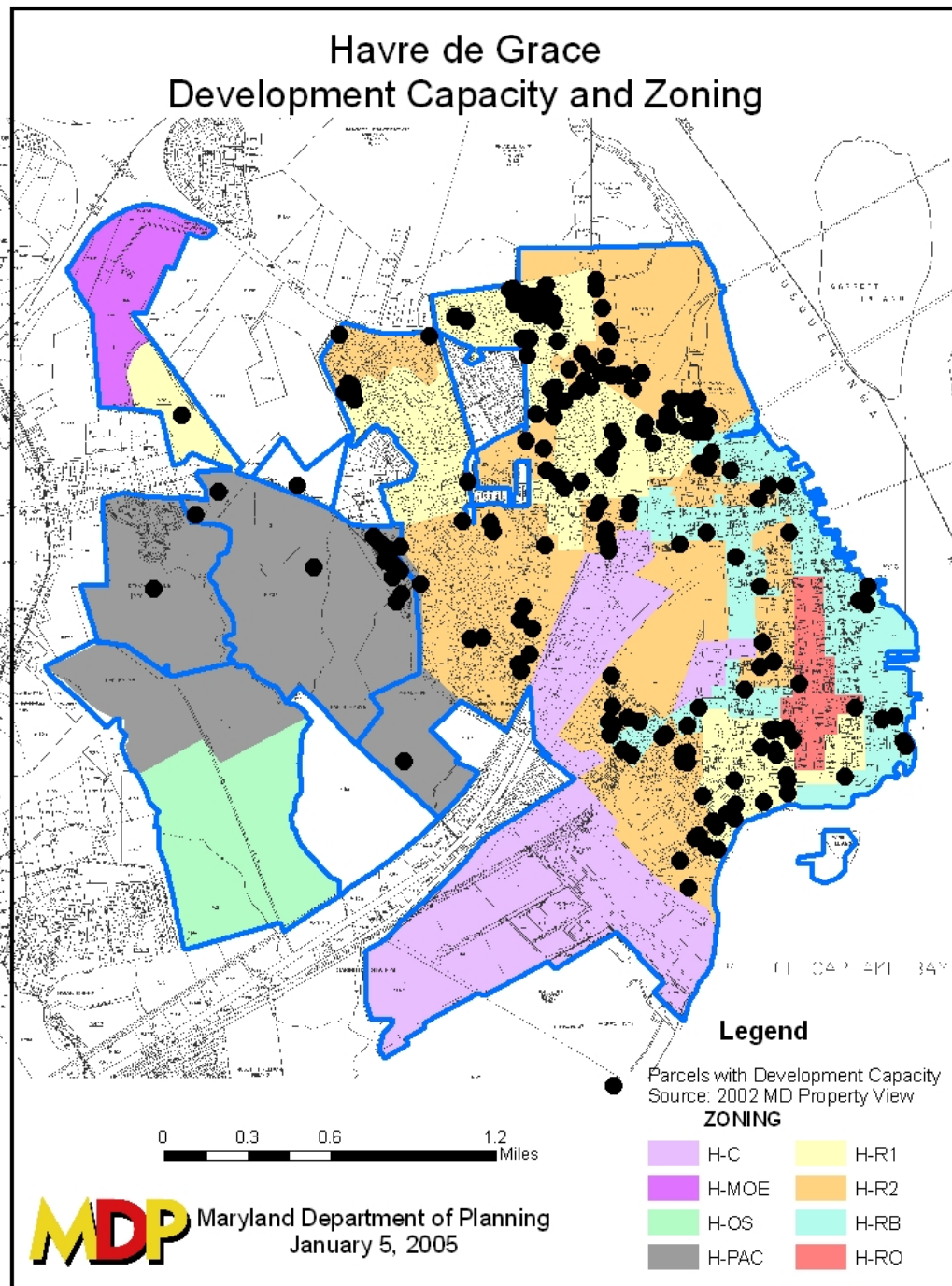
PRIORITY FUNDING AREAS

City of Havre de Grace Comprehensive Plan



VIII. ADDENDUM

- A. Maryland Department of Planning map of Havre de Grace from January 2005. Development capacity analysis did not include Greenway Farm development or commercial areas along US 40. Much more reference material pertinent to Havre de Grace is in full version of *Final Report of the Development Capacity Task Force*.



B. Residential Development Capacity – January 1, 2010

This analysis includes information on building permits through December 31, 2009 for all residential projects in process. This is a manual assessment of vacant land and is intended as an updated refinement of Maryland Department of Planning GIS-based residential development capacity inventory performed in 2004/2005 for the *Final Report of the Development Capacity Task Force*.

Number of individual vacant lots for single-family detached (SFD) dwellings: **75**
(assumed capacity for one new household per vacant lot; minor in-fill, ~ 75 units)

Larger vacant parcels with residential development potential: **280**
(acreage/ in-fill factor based on MDP assumptions from 2004 analysis)

Large known residential subdivision projects and status:

*Remaining # of
dwelling units*

Bulle Rock Project (#3): (Planned Adult Community; 2067 with possible maximum of 2126 units; does not include Bulle Rock Estates or Yacht Club) **1360**

Scenic Manor (#6): 84 units (subdivision plan approved for SFD) **84**

Ivy Hills: 43 units (development of single-family attached homes/ townhouses currently being built; 11 completed) **32**

Bloomsbury Park: TBD (250 SFA units, redevelopment project of former Tranquility Fields) **250**

Greenway Farm (#7): 682 units (development of SFA/townhomes currently being built; 109 completed) **573**

Mount Pleasant: 11 units (development of SFD; 2 built) **9**

St. Johns Commons: 40 units (affordable apartments for elderly; plan review) **40**

Bulle Rock Yacht Club: 34 units (SFA on waterfront; plan expired) **34**

Water Street Condominiums: 12 units (condos. on waterfront; plan expired) **12**

Total Development Capacity within current City limits: 2749

Residential Growth Areas:

(planning areas outside of current City limits but part of 2004 Comprehensive Plan)

Growth Area #5, Lampson Property: 70 units, Medium Intensity designation

Growth Area # 9, Earlton Road: 160 units, Low Intensity designation

Growth Area #10, Robinhood Road: 96 units, Low Intensity designation

Growth Areas #1 (Shawnee Brooke), #2 (Havre de Grace Heights), #14 (Chapel Road Communities), #15 ((Susquehanna River Hills): These existing residential communities are considered for extension of public services based on hardship/need (i.e. failing wells, septic systems, etc.)

Growth Areas #4 (Grace Manor) and #5 (Havre de Hills) are built out.

Growth Areas #8 (Green Properties), #11 (US 40 Commercial Extended), #13 (Garrett Island), #16 (Arundel Quarry), #17 and #18 (Conservation Easements: Sion Hill and Old Bay Farm) are not intended for increased residential growth.

Area #19 (Swan Harbor Farm) is identified in 2010 Water Resources Element Amendment (see maps in Water Resources chapter) as a potential planning area for nutrient offloading, not residential development. This was part of a coordinated effort between Harford County and the municipalities in 2007 to determine logical water and sewer service areas for the land area between Aberdeen and Havre de Grace.

Total Growth Area units: 326

Possible sites for residential redevelopment:

(potential for residential units unknown, but must be considered with regard to future water and sewer capacity)

Harford Memorial Hospital: Hospital may relocate at some future date, number of units or reuse of property unknown at this time (zoned RO, Residential Office in Revitalization Area #3 – Old Town)

Growth Areas #12, Bulle Rock Golf Course: Open Space, Preserved Land designation

Total units: unknown

Total Residential Development Capacity for 2004 Comprehensive Plan scope: 3075

C. New Residential Dwelling Units/Permit Activity for the Past Ten Years

This list of new residential permit activity by fiscal year (FY) is provided for the purpose of determining the City's ten-year growth rate and population estimates as of January 1, 2010. In addition to the units by fiscal year listed below, the City also issued 71 new residential building permits first half of FY10 (July 1 to December 31, 2009) to bring total building permits to 1403 for the start of the decennial.

FY00	60 units
FY01	12 units
FY02	30 units
FY03	77 units
FY04	180 units
FY05	340 units
FY06	254 units
FY07	245 units
FY08	88 units
FY09	<u>46 units</u>
Total:	1332 units

[PLEASE SEE ALL MAPS IN THE PLAN, CHAPTER 3 FOR ADDITIONAL SUPPORTING POLICY INFORMATION RELATING TO THIS MUNICIPAL GROWTH ELEMENT]